

## *ATTACHMENT 3-A*

### ***SERIOUS AND VIOLENT OFFENDER REENTRY INITIATIVE*** **GRANTEE JUVENILE WORKPLAN** **Attachment 3-B Included**

## **1. Determine Problems to be Addressed**

One of the greatest challenges facing Washington State communities today is the annual return of nearly 5,000 young offenders who have served time in our state correctional facilities. A significant number of these individuals have been identified as high-risk, based on objective assessments. Most of these juvenile and young adult offenders are ill prepared for the journey home and will return to communities which do not want them back. As a result, they are destined to spend a lifetime in the revolving door of the criminal justice system. We have identified several areas that indicate the need for a more extensive preparation of high-risk offenders in order to improve offender outcomes and reduce recidivism rates.

### **CLARIFICATION:**

- ◆ Offender developmental issues  
 We are targeting offenders between the ages 14-35, who are at the highest risk level based on an actuarial assessment. Research shows that many in this population are characterized by a level of psychological maturity that is significantly lower than their chronological age<sup>i</sup> and that the aggression associated with violent offenses can be traced – in part – to core developmental issues such as attachment.<sup>ii</sup> This lack of maturation, coupled with the institutional dependency inherent in the prison experience, has led our coalition to emphasize the need to prepare our target population for adult life beyond incarceration.
- ◆ Recidivism  
 The recidivism rate among our state's highest-risk young offenders is currently over 70%. This perpetuation of criminal behavior after a period of significant confinement tells us that our young offenders are in need of more adequate preparation for responsible and safe lifestyles following incarceration.

Additionally, we recognize that our offenders have multitude of personal barriers that impair their ability to successfully reintegrate into community settings:

#### **a. Lack of Educational Attainment**

67% of Washington State's offenders leave incarceration without a high school diploma, resulting in increased difficulty in attaining employment and/or higher education opportunities in a state that has been significantly affected by the current national recession. Washington State's unemployment rate of 7.1% is the second highest among all states.<sup>iii</sup>

#### **b. Mental Health Issues**

23% of incarcerated young offenders in our state are classified as severely mentally ill -- as indicated by a DSM-IV Axis I diagnosis, resulting in difficulty in compliance with supervision expectations and independent living.

### c. **Lack of Connection to Communities & Support Persons**

In Washington State, there is no correlation between the county of conviction and the location in which a juvenile or young adult offender is incarcerated. All male youthful offenders incarcerated as adults, for instance, are currently housed at the Clallam Bay Correctional Center in the very remote northwest corner of the Olympic Peninsula. The identified juvenile facilities are also located in rural/remote areas of the state. Historically, the remoteness and random nature of these placements has meant that family members, clergy and other potential support persons from the offender's community have had very little offender contact prior to release. This lack of connection has affected the ability of these key community members to participate in reentry planning and preparation, resulting in a disjointed and isolating reentry experience for many young offenders.

### d. **Stigmatization**

High-risk sex offenders make up approximately 12% of our targeted population. Given the nature of our Community Notification Laws, these offenders receive a high level of media attention, which generates local Community concern regarding the housing of sex offenders throughout our state.

Finally, during the process of completing a gap analysis of the adult and juvenile corrections systems, the following systemic barriers to successful offender reintegration, were identified:

- Lack of coordination among the nine state agencies whose work impacts the reentry process
- Difficulty in identifying, re-directing and accessing resources for which reentering young offenders and their communities might qualify
- Finding effective ways to balance the needs of communities across the state with widely varying geographies, populations and levels of service-availability
- Inconsistent recruitment and retention systems for volunteers who mentor offenders
- Lack of coordinated participation in reentry efforts by statewide faith and community groups
- Lack of cross-training among a wide variety of professionals and volunteers whose work impacts the quality of reentry efforts
- Difficulty in connecting key persons from the communities to which our young offenders will return with Offender Reentry Teams in the facilities where offenders are incarcerated
- The need for establishing a more vital person-to-person connection with pro-social community members for each targeted offender.

## **2. Determine Goals and Objectives**

### **CLARIFICATION:**

- 1) DOC & JRA will identify targeted offenders by January of 2003 with release dates between June 2003 and June 2005.
- 2) 90% of targeted offenders will have an offender reentry team with at least one community member or mentor who is a member of the team in place 60 days before their release.
- 3) Neighborhood Readiness Teams comprised of community members, law enforcement, and treatment providers will be established within the 3 targeted counties, 5 by June 2003, 10 by June 2004, and 15 by June 2005.

- 4) 77% of targeted offenders will participate in Labor Readiness training before their release from a DOC or JRA facility.
- 5) 25% of targeted offenders will participate in the reentry aftercare program in year 1, 50% in year 2, and 70% in year 3.
- 6) A dedicated server and web based application to support data sharing on grant participants in and between pilot counties will be established by June 2003.
- 7) By September 2003 a video conferencing system will be installed in all facility sites and three community justice centers within the pilot counties.
- 8) Mentors will be recruited and trained to provide pro-social support with the targeted offender starting a minimum of four months prior to release and continuing through the period of supervision for 25% of targeted offenders by June 2003, 50% by June 2004, and 70% by June 2005.
- 9) A community advisor will be employed in each pilot county by February of 2003.
- 10) The statewide reentry team will meet at least 4 times per year to provide direction and support to the pilot counties.
- 11) 25% of the target offenders under the age of 21 will be enrolled in appropriate school placements within 4 months of release from incarceration by June 2003, 35% by June 2004, 50% June 2005.

### **3. Select Target Populations/High Risk Offenders**

#### **a. Approach:**

The JRA will use the following EXISTING processes to determine offender eligibility for the three pilot sites:

#### **ASSESSMENT:**

We will use the primary risk-assessment instruments currently employed by both state incarceration systems. The Juvenile Rehabilitation Administration uses the Initial Security Classification Assessment to identify a juvenile offender's risk levels upon placement in its long-term facilities.

The Initial Security Classification Assessment examines a number of risk factors including: age of the offender when he/she first began a criminal career; number of prior arrests; prior drug use and performance in previous custody (e.g. violence or other problems). It rates juvenile offenders as low-, moderate- or high-risk. Those with moderate or high ratings are considered to be at highest-risk for the purposes of this proposal.

The target group consists of offenders who are:

- 14 to 21 years old and have been incarcerated under JRA for at least six months.

This includes offenders who have:

- A history of committing violent acts and having been assessed as likely to re-offend
- A history of committing sex offenses and are subject to the highest levels of notification
- A history of serious mental illnesses and/or chemical dependency

- Continued to make threats to victims and/or the community

Targeted Counties	Highest-Risk Young Offenders to be Released In 2002		
	From Juvenile Rehabilitation	From the Department of Corrections	Total Highest-Risk Releases
Returning to <b>King County</b>	67	89	156
Returning to <b>Pierce County</b>	55	42	97
Returning to <b>Spokane County</b>	12	13	25
Annual Total Eligible	134	144	278
3-Year Total Targeted Offenders	402	432	834

JRA will target youth that qualify for Intensive Parole Supervision. These are youth that score at the highest risk, top 25%, as assessed on the Initial Security Classification Assessment (ISCA) screen. This tool is completed at intake and is based on a variety of factors. The risk factors include criminal history, offense seriousness level, drug and alcohol use, and a host of other pieces of historical data that have a strong correlation to risk for re-offense. Based on historical data, approximately 50% of the 402 projected juvenile offenders to be served by this project will have an Axis II Mental Health Diagnosis and 33 will have a current sex offense conviction. Additionally, 61% of these youth will have been assessed as chemically dependent or as a substance abuser. A large percentage of these youth will have extensive criminal history with multiple serious felony offenses.

- ♦ ***EACH TIMELINE IN THIS WORK PLAN IS BASED ON THE ASSUMPTION THAT THE GRANT FUNDS WILL BE AVAILABLE BY 10-15-2002.***

**b. Action Steps Required: See chart**

**c. Timeline: See Chart**

**d. Person (s) responsible for completion: See chart**

Dates, months →						
Tasks ↓						
1. Identify eligible Offenders to be released after 6-30-03 using the agency information system	1-01-03				JRA Transition Coordinators	
2. Enroll eligible offenders into transition program		2-20-03			JRA Transition Coordinators	
3. First Offenders begin transition program			3-01-03		JRA Transition Coordinators	
4. Release First Offenders to the Community Supervision				6-01-03	JRA Residential Counselor JRA Intensive Parole Counselor	

## 4. Determine Organizational Capacity/Decision-Makers

**a. Approach:**

The Department of Corrections is the lead and fiscal agency for this project. It will be responsible for directing the development of a project management plan. The Statewide Reentry Team will review this plan. DOC will ensure that all procedures, forms and instruments necessary from the participants (and

those that need to be developed for this project) are reviewed by the required stakeholders, approved and incorporated into the operation plan. To ensure coordinated agency collaboration, the DOC has employed a 12-month project Implementation Manager from the JRA.

DOC has the responsibility and the authority for the custody and supervision of offenders who are adjudicated as adults and are sentenced to community supervision and prison due to a felony conviction for a period of confinement that exceeds 12 months. The department agrees to collaborate with all partners in the development of transition services for those offenders under its jurisdiction. DOC has a long history of participating in grant-related projects and developing transition programs. These include programs funded through the Center for Sex Offender Management and the Weed-and-Seed programs in Spokane and the city of Seattle.

Washington Alliance for Youth (WAY) has proven its ability to fund and sustain the extensive collaborative effort that has occurred during the preparation of this grant process. They have reportedly invested over \$100,000 in direct funding, in-kind donations and voluntary services thus far. The WAY has made a commitment to the Washington Statewide Young Offender Reentry Project that extends beyond the scope of this grant. Washington Alliance for Youth plans to continue extending the benefits of the grant-funded pilot project throughout the entire state. This effort is being carried-out in the context of a strong public-private partnership with both the Department of Corrections and the Juvenile Rehabilitation Administration.

The DOC will contract for statewide facilitation from the Washington Alliance for Youth (WAY), which is a non-profit agency whose mission is to create local and statewide collaborative efforts spanning the work of all youth-serving individuals and agencies. As the state affiliate of Colin Powell's *America's Promise*, the vision of Washington Alliance for Youth is to establish and support a grass-roots collaborative effort focused upon the most critical issues related to children, youth and young adults in each of Washington's 39 counties – and to enhance these 39 efforts through statewide initiatives (such as the Washington Statewide Young Offender Reentry Project). Washington Alliance for Youth endeavors to involve *all* sectors of society concerned with the well being of our young people, including: education, business, government, faith-based groups and private non-profit community-based organizations. Their organization includes several individuals with extensive experience in meeting facilitation and cross-system collaboration. One or all of these individuals will be involved in this task. Additionally, their organization includes individuals with combined experience in business, education, youth and social services totaling more than 100 years. Their team includes persons experienced in curriculum design, adult education and the delivery of a wide variety of training services. Additionally, the technology personnel associated with Washington Alliance for Youth have the capability to design and deliver a variety of electronic-based applications.

◆ SEE ATTACHED WAY VITAE

The DOC will provide direct oversight and supervision of all aspects of this grant; coordinating and consulting with their primary partner, the JRA, whenever appropriate. The WAY facilitator will work cooperatively with the Department and have a clearly defined role, which will be well defined in their contract. A primary responsibility for WAY as a contracted facilitator, will be to continue to bring various interested parties to the table and expand the influence and visibility of the initiative

The DOC will provide direct oversight for the statewide reentry team, which will work cooperatively and make recommendations to both the DOC and JRA for final decision making authority. Whenever possible, decisions will be made based on a consensus of the Statewide Reentry Team.

b. **Action Steps Required:** See chart

c. **Timeline:** See Chart

d. **Person (s) responsible for completion:** See chart

Dates, months →				
Tasks ↓DOC				
1. Determine parameters for contract with WAY	10-15-02			Implementation Manager
2. Complete WAY contract Statement of Work.		11-01-02		Implementation Manager
3. Execute Contract			11-15-02	Contracts Staff

## 5. Design Each Phase of Initiative

### 5.1 Phase I: Institutionally Based Programs

#### a. Approach

DOC and JRA are charged with the responsibility of preparing for and developing the offender's initial transition plan and seeking to include community members at the earliest possible stage. The targeted offender and the Offender Reentry Team will develop and agree upon a unified Offender Reentry Plan based upon the offender's risks and needs. Each team member will sign a process acknowledgement and follow the conflict resolution strategies if there are discrepancies in how team members would like to approach the plan. Both the DOC and the JRA have transition/reentry plans already in place as a part of the existing systems. However, both the DOC and JRA will need to expand their existing Reentry Teams with the following plan:

♦ **Expanded Offender Reentry Teams - *Current Teams will expand to include additional team members such as mentors, members of the Neighborhood Readiness Teams and others***

Washington State developed the concept of Reentry Teams as a vehicle for engaging the community in helping to hold offenders accountable. Community safety is such a global task that no one agency is capable of accomplishing it alone. Working together, however, we combine our resources and extend our opportunities for intervention and oversight. By engaging the assistance of other stakeholders, both during incarceration and in the community, we have greater access to high-risk offenders in their places of living, work and recreation.

Within JRA, these groups are called Multi-Disciplinary Teams (MDT) and within DOC the term Risk-Management Team (RMT) is used. For purposes of this project proposal, the generic term "Offender Reentry Team" is being used to describe these groups. They are comprised of institutional staff, community corrections officers, law enforcement, treatment providers, mentors, other community members, the Educational Advocate (when appropriate), the offender and his/her support system. Membership of the team is determined by the offender's risks and needs. The teams work specifically with an offender. In adult corrections, a Risk Management Specialist coordinates and facilitates the Team in the institution as well as in the community. Membership of the Offender Reentry Team will shift as the targeted offender moves toward transition.

b. **Action Steps Required:** See chart

c. **Timeline:** See Chart

d. **Person (s) responsible for completion:** See cha

Dates, months →			
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<b>Tasks ↓ JRA</b>						
1. Identify specific members in each site to be added to Reentry Team.	1-01-03				Parole Supervisors/ Community Advisors	
2. Solicit participation and brief members on the process.		3-01-03			Parole Supervisors/ Community Advisors	
3. Create meeting schedule to begin Reentry Teams for first offenders to be released on or after 6-01-03.			4-01-03		Parole Supervisors Reentry Teams	
4. First Team meeting				5-01-03	Reentry Teams	

Our proposal supports this current practice by adding a strong mentorship component. Mentors will be recruited with the hope that they will initiate a relationship with the offender at least 6 months prior to release and sustain the relationship beyond the period of supervision in the community. Video conferencing will create a vehicle through which mentors and Offender Reentry Teams can communicate and engage with each offender when physically traveling to the institutions where they are housed is not feasible. In order to facilitate a consistent approach to Reentry Teams, Circle of Support training will be provided to Risk Management Specialist, Community Advisors, Education Advisors, and key project staff who will then provide the training and set the tone for the reentry meeting process

#### **CLARIFICATION:**

In the JRA, offenders are assessed for program eligible and treatment needs. The Initial Security Classification (ISCA) is completed at intake to determine Intensive Parole eligibility and contributes to offender placement. Within the first 30 days of residential placement, an initial treatment plan is created which looks at nine domains of an offender's life and looks at skill development across those domains. Treatment is then prioritized in the areas in which the offender has the lowest competency development. Once the offender transitions to parole, they are given an Intensive Parole Supervision Assessment, which looks at dynamic risk factors. The assessment details protective and risk factors and results in treatment interventions that target the areas of highest risk for that youth.

The reentry plan will be initiated in the institution where the young offender may receive services, which will be determined by the above described assessment process. These may include but are not limited to employment counseling, housing planning assistance, medical care, victim awareness training, and life skills preparation. The components of the Offender Reentry Plan will be recorded on a form that addresses the major goals for: supervision, education, mentoring, substance abuse treatment, mental health treatment, sexual deviancy treatment, employment, housing, independent living skills, victim/community restoration, family/parenting issues and compliance. Each plan will include a restorative activity and address any restitution the offender may owe. In addition to the major goals and services, each plan will provide a detailed description of the roles and responsibilities of each team member in relationship to the plan.

#### **CLARIFICATION:**

The Reentry Team is not the Reentry Authority. In Washington State, both the adult and juvenile criminal justice systems utilize determinate sentencing as the means for disposition of criminal proceedings. In Washington State, offenders are sentenced by the court to a period of confinement to be followed by a period of community supervision. A standard range determines the length of each component of the sentencing. Consequently, when an offender is at their release date, they must be transitioned to the community. Though they have community supervision, their actual release is not conditional and/or determined by their participation in treatment programming. Due to this statutory

limitation, it is not possible for our state to implement a Reentry Authority that makes conditional release decisions. However, our offenders do receive a period of supervision with conditions of supervision imposed by a coercive authority. The DOC and JRA have the ability to determine the conditions, hold offenders accountable to those conditions, and apply appropriate interventions for non-compliance

However, the Reentry Teams will play an important part in the development of offender transition plans. They will also play a critical role in the review the progress of offenders on community supervision, making intervention recommendations for noncompliance up to and including confinement for supervision violations.

Progress regarding each component will be documented in the Offender Reentry Plan, and used as a measurement tool for assessing compliance. Engaging the targeted offender in plan directed activities and services will be the primary responsibility of the Offender Reentry Team. The Offender Reentry Plan will be updated quarterly, or as needed to address emergency situations.

## **5.2 Phase II: Community Based Transition**

### **a. Approach**

Phase II focuses upon preparing the local neighborhoods for the return of high-risk young offenders. Intensive Parole Officers (for juveniles), Community Corrections Officers (for young adults) and Community Advisors will work together to mobilize Neighborhood Readiness Teams. These new groups will focus upon issues of healing and restoration that are foundational to successful community-offender reintegration. “Readiness” work will also continue with each young offender prior-to and following release. Major activities will include mentoring, video conferencing, community education, local awareness of public safety issues, resource-brokering and other services directed toward building community capacity and resilience.

Our efforts to bridge the community and the criminal justice system are based on the principle that correctional agencies cannot solve the reentry problem alone. At best, serious and violent young offenders are under the jurisdiction of supervising authorities for a minimal amount of time. Even then, the capacity of the criminal justice system to be involved with the offender is typically limited to less than one hour per week. This is insufficient, given the complex needs that such offenders present. Targeted offenders may be receiving services from a variety of providers. These services can be disjointed and lack coordination. We intend to use this project to build the capacity to bridge such gaps by creating a seamless continuum from institution to community through involving service providers and neighborhoods in the transition process in an integral way. Two of these bridges will have foundations in both the institution and the community. Additionally, we have identified a gap in funding for Medicaid eligibility for Mental Health offenders.

### **◆ Video Conferencing System**

We know through experience that engaging the offender with individuals and services before release is difficult. Research shows, however, that it is critical to the continuation of those services and relationships in the community. The location of our institutions coupled with the workload of service providers and state supervision staff often prevents this engagement from occurring.

Evaluators of the Intensive Aftercare Parole Model implementation in other states note the significance of this issue. Richard G. Wiebush and associates looked at programs in which offenders were housed two to three hours driving time from the community to which they were going to be released. They found that



this presented a challenge to aftercare staff efforts to maintain a routine schedule of institutional visits, required considerable expenditures of time and impeded efforts to involve family members. Conversely, another site only 20 to 30 minutes away from the community was able to maintain frequent visits to the institution by case managers, parents and treatment providers.

Our targeted juvenile and young adult offenders are housed in facilities throughout the state, which may or may not be in the vicinity of their home communities. Since we cannot relocate institutions to close this gap, we hope to use technology to bridge the distance.

We propose the use of a video conferencing system, funded by this grant proposal, to address this problem. Designed to link the identified institutions with the Community Justice Center located in each of the targeted counties, this system will create the capacity for Offender Reentry Teams, service providers, mentors, families, parole supervision staff, placement resource staff and numerous other support persons to interact with the offender in a face-to-face manner. Although it is not a substitute for in-person meetings, it is the next best option when such meetings are not feasible. Installation of this system will create a significantly stronger continuum of services and communication between pre-release and community-applied programming, while closing the current gap that exists regarding institutional access for community-based resource persons and support staff.

**b. Action Steps Required: See chart**

**c. Timeline: See Chart**

**d. Person (s) responsible for completion: See chart**

Dates, months →						
Tasks ↓DOC/JRA						
1. Develop Comprehensive implementation plan.	3-01-03				Information Systems Staff	
2. Secure equipment for county and institution sites.		6-01-03			Implementation Manager Contracts Staff Information Systems Staff	
3. Install equipment at designated sites.			8-01-03		Information Systems Staff	
4. First Reentry Team meetings with offenders.				9-01-03	Risk Manager/Intensive Parole Counselors	

♦ **Mentoring**

The developmental perspective that under-girds this project recognizes that many, if not most, of the targeted offenders are affected by a lack of maturity which impedes their ability to responsibly relate to authority figures, social systems, family and peers. Accordingly, there is a great need for high-risk juvenile and young adult offenders to engage in pro-social activities with pro-social associates in order to begin to work through unresolved developmental issues and develop appropriate levels of social responsibility.

Research has demonstrated that mentoring programs can yield positive results with other groups of high-risk youth. Reports indicate that young people involved with mentors are less likely to consume alcohol during pregnancy, more likely to improve school attendance and experience a positive trend toward healthier self-concepts. Two offender-related mentoring projects already underway in our state report that juvenile and young adult offenders actively engaged with pro-social mentors have a higher level of success upon reentry.

It is our hope that through matching each targeted offender with a well-trained and responsible mentor from his/her community prior to release, similar positive changes can occur for our entire target group. The Washington Statewide Young Offender Reentry Project is committed to making mentoring a centerpiece of the seamless continuum we hope to establish throughout the institutional, supervisory and post-supervision phases. Matching a mentor with an offender at least six months before release and having the relationship continue until the offender is off supervision, stabilized in the community and beyond is our ultimate goal.

Funding will be focused on building on the strengths of existing programs. JRA currently operates a successful mentoring program for juvenile offenders in King County. Utilizing the resources of a group of local clergy-persons and other community organizations, this program has successfully maintained mentor-mentee relationships for periods of as long as five years. Within the DOC system, a private, nonprofit faith-based organization called M2/W2 (Man-To-Man/Woman-To-Woman) has been active in some institutions for over 20 years. Primarily focused upon mentoring relationships within the institutional setting, this strong program has seen many successful mentor-mentee pairings yield positive results since the mid 1980s and has been replicated across the United States and Canada.

Since the challenge of recruitment will be especially significant, the Statewide Faith-Based Reentry Coalition will play a special role in recruiting mentors from our state's diverse faith-communities. Initial strategy sessions have already been held by this group and the development of a full and effective faith-based recruitment strategy<sup>iv</sup> will be a primary focus of the Statewide Faith-Based Reentry Coalition as the project is implemented. In our reentry approach, the mentor will:

- Meet with the offender on at least a monthly basis
- Support the offender's participation in release preparation programming
- Encourage the offender to participate in necessary programs and pro-social activities
- Assist the offender in applying for needed social services
- Participate in his/her mentee's Offender Reentry Team both pre- and post-release
- Participate on Neighborhood Readiness Teams

**b. Action Steps Required: See chart**

**c. Timeline: See Chart**

**d. Person (s) responsible for completion: See chart**

<b>Dates, months →</b>						
<b>Tasks ↓ JRA</b>						
1. Develop implementation plan for JRA Model replication.	1-01-03				JRA Mentor Coordinator	
2. Purchase start up materials for pilot sites and mentor coordinators.		3-01-03			JRA Mentor Coordinator	
3. Begin implementation in pilot sites.			4-01-03		JRA Mentor Coordinator Region Mentor Coordinators	
4. First Mentors assigned to offenders.				6-01-03	Region Mentor Coordinators	

◆ **Transition Services**

**Mental Health and Chemical Dependency Evaluation**

Both DOC and JRA have systems in place to assess and monitor progress and compliance with mental health and chemical dependency treatment for those targeted offenders who are Medicaid-eligible. We are proposing to set aside a portion of the budget to purchase initial assessments from community mental health/chemical dependency providers to determine Medicaid-eligibility if that assessment was

not completed prior to release or mental health/chemical dependency issues become evident during the period of supervision.

**Clarification:** Offenders who are assessed ineligible for Medicaid support may still be eligible for mental health treatment support dollars. We revised our grant budget to include an additional \$29,185 for offenders who do not qualify as Medicaid eligible. These support dollars may be used for direct treatment services, medication purchases, and a host of necessary supports to ensure our mental health offenders receive some form of appropriate service.

**b. Action Steps Required: See chart**

**c. Timeline: See Chart**

**d. Person (s) responsible for completion: See chart**

Dates, months →						
Tasks ↓DOC/JRA						
1. Inform local sites of available mental health transition dollars.	12-01-03				Implementation Manager	
2. Reentry teams meet with local Mental Health Providers and determine services.		1-15-03			Reentry Teams/DOC, JRA	
3. Purchase services on an as needed basis.			5-01-03		DOC/JRA Community Staff	

### Transition Programming

Each county project will determine how they will use their offender transition dollars. The needs will be different at each local and will be determined with input from as many stakeholders as possible. The services may include extending the TARP to a contracted community support group, support group transition facilitation for offender coming off of supervision, and other transition services that will meet the needs of the local offenders.

**b. Action Steps Required: See chart**

**c. Timeline: See Chart**

**d. Person (s) responsible for completion: See chart**

Dates, months →						
Tasks ↓DOC/JRA						
1. Inform local sites of available transition dollars.	12-01-03				Reentry Team Coordinator Implementation Manager	
2. Local teams decide how to use transition dollars.		1-15-03			Reentry Teams	
3. Funds made available to local sites for services.			5-01-03		Implementation Manager Reentry Teams, DOC/JRA	

## 5.3 Phase III: Community Based Long-Term Support

**a. Approach**

Our best efforts will not be successful unless we can overcome the fear and prejudice that exists towards this population. It is a reality that we will be asking citizens to work with reluctant and resistant individuals returning to reluctant and resistant communities. Both the offender and the community may view geographic relocation as the answer to their problems. The reality, however, is that offenders are being released in ever increasing numbers and must live somewhere. If the system and communities continue to pretend that “out of sight is out of mind”, our problems with homeless offenders who do not receive necessary treatment/support will continue to escalate.

Phase III looks ahead to the safe retention of former offenders in the community following the end of formal supervision. Building infrastructure that can impede and end the cycle of recidivism is the primary focus of this phase. During this process, Community Advisors continually address the need for local treatment and service capacity, Education Advocates work to place targeted offenders in appropriate educational options and our Department of Employment Security prepares one-stop WorkSource partners to work with the high-risk population so that each offender can become self-sustaining. Along the way a Reentry Academy provides training for project staff and volunteers who form groups supporting young offenders and neighborhoods following the end of state jurisdiction. These efforts combine with many other planned innovations to focus statewide and local energy on the task of community restoration and young offender readiness. The following project elements will be part of our Phase III implementation.

### **Phase III Project Elements**

#### **◆ Community Advisors**

In order to prepare the community and build local capacity, one Community Advisor will be employed in each county to mobilize and assist community members in the recognition and resolution of systemic reintegration problems. One of their primary tasks will be to work with law enforcement, service providers and victim advocates to enhance neighborhood safety by creating Neighborhood Readiness Teams in targeted communities receiving large numbers of juvenile and young adult offender. These teams may also include persons such as block watch captains, faith-based representatives, business leaders and other members of the community. They will also have a primary responsibility to coordinate and develop additional community resources that will assist targeted offenders in obtaining employment, training, and educational programming.

Neighborhood Readiness Teams will have access to mapping tools, community policing services and personal safety information to help them enhance place-safety within their neighborhood. The Community Advisor will assist each Neighborhood Team in the creation of a Neighborhood Readiness Plan that will include strategies for developing adequate housing, increased treatment slots, improved job training and other creative solutions to recalcitrant neighborhood capacity gaps. The plan will also address restoration needs and activities. These may include neighborhood projects, support for community forums and community mediation. Members of the Neighborhood Readiness Team will participate in the reentry team meeting with the offender and help to prepare the reentry plan. They will communicate the community’s expectations to the offender and establish standards for the offender’s behavior.

Community Advisors are project staff who will serve as liaisons and advocates for the Neighborhood Readiness Teams in each targeted county. They will be committed to:

- Community Mobilization with a special emphasis on employment and training.
- Recruiting local citizen participation on Neighborhood Readiness Teams
- Brokering with agencies so that local offenders receive all services to which they are entitled
- Assisting with the recruitment and retention of local mentors and other volunteers
- Meeting regularly with their County Reentry Team

- Assuring that all local data is collected regarding targeted offenders and project progress
- Making quarterly reports to their County Reentry Team and the Statewide Reentry Team
- Working with all teams on local continuous project quality improvement efforts
- Assisting the local Reentry Education Advocate in his/her efforts to ensure education access

During the three years of this pilot project, the Community Advisor will mobilize and develop various Neighborhood Readiness Teams within their designated county. The Community Advisor will play a valuable role in demonstrating to citizens how to develop, implement, mobilize and recruit participants for Neighborhood Readiness Teams. In order to assure sustainability, it is hoped that each Community Advisor will eventually transfer his/her responsibilities to those teams.

**b. Action Steps Required: See chart**

**c. Timeline: See Chart**

**d. Person (s) responsible for completion: See chart**

Dates, months →						
Tasks ↓DOC/JRA						
1. Develop RFP with local Reentry Teams.	11-01-03					Implementation Manager
2. Publish and distribute RFP in local sites.		12-01-02				Implementation Manager
3. Screen and select applicants.			1-15-03			Implementation Manager County Reentry Teams
4. Develop and execute contracts with selected applicants.				2-01-03		Implementation Manager
5. Conducts first team meetings.					5-01-03	County Reentry Teams Community Advisors

#### ◆ Reentry Academy

The key to supporting both the young offender and the community is to support those who work with them. Accordingly, we are planning to establish a statewide Reentry Academy through which all project participants can receive training. The Reentry Academy will use the latest technology whenever possible in order to create and deliver a wide variety of courses.

We envision that Reentry Academy training modules will be developed to address the needs of participants at every level of this project. Community Advisors will be provided with a common core of on-the-job training materials from which to develop their individual strategies. Members of committees and teams will receive basic and advanced instruction related to the challenges they must address, and both mentors and victim advocates will be given ongoing education and support. Even young offenders themselves will benefit, as reentry preparation units are developed for use within the institution and beyond.

In addition to the training offered by the academy, we will convene key project staff and volunteers on a regular basis to discuss program successes and challenges thereby creating an opportunity for teams to learn from and support each other throughout the implementation process. Other counties who are interested in being involved in reentry will also be invited to participate as a way to expand the project throughout the state.

**b. Action Steps Required: See chart**

**c. Timeline: See Chart**

**d. Person (s) responsible for completion: See chart**

<b>Dates, months →</b>						
<b>Tasks ↓DOC/JRA</b>						
1. WAY will collect academy components from contributing agencies.	12-01-02				Contracted Facilitator (WAY)	
2. Edit and compile training curriculum and distribute for stakeholder review at first joint quarterly meeting for the three County sites		2-01-03			Contracted Facilitator (WAY )	
3. Finalize curriculum with incorporated feedback.			3-15-03		Contracted Facilitator (WAY )	
4. Conduct second joint quarterly meeting of county sites and distribute curriculum to Community Advisors and Reentry Teams.				6-01-03	Contracted Facilitator (WAY ) Community Advisors County Reentry Teams	

**◆ Education**

The importance of education as a protective factor against recidivism is well documented. Washington State has been a leader in developing public alternative education programs and other creative solutions for over three decades. However, the current public education climate is less amenable to the easy reintegration of young offenders following incarceration than in years past. School safety legislation and liability concerns make it difficult for local education agencies to reach out to serious and violent offenders. This has created numerous gaps that can disrupt a seamless educational transition from institution to community.

Washington State general education funding is available to all students without high school diplomas through the age of 21 as long as they have access to and are enrolled in an approved program. While JRA Learning Centers exist as one option for educating offenders during reentry, long-term enrollment in such facilities unnecessarily excludes young offenders from the educational mainstream.

In response, we propose the creation of a Reentry Education Advocate position in each of the targeted counties. We envision providing start up funding as a bridge to sustainability for these advocacy positions. We are hoping to access possible sustainable funding through Title I-D Neglected and Delinquency transition services funds via a competitive RFP process that may be available this Fall, well before the release of this project's targeted offenders. The role of the Reentry Education Advocate would include:

- Working as a member of each qualified participant's Offender Reentry Team
- Assisting in the development of the educational portion of the Offender Reentry Plan
- Providing a proactive link between JRA Community Counselors, DOC Community Corrections officers and the education systems in local neighborhoods
- Collecting data to track student impact as a part of program evaluation
- Acting as an advocate and troubleshooter in order to help each qualifying targeted young offender in accessing appropriate schooling and staying in school
- Promoting the use of research-based best practices for all project participants working with high-risk young offenders via consultation, training and proactive problem-solving efforts.

We envision this Reentry Advocacy model as a means to “prepare the way” by assisting local education systems with the accommodation of young offenders. Given the availability of ongoing sustainable funding, we hope to transfer this model to additional counties as we expand the project beyond this pilot phase.

**b. Action Steps Required: See chart**

**c. Timeline: See Chart**

**d. Person (s) responsible for completion: See chart**

Dates, months →							
Tasks ↓DOC/JRA							
1. Develop RFP with local School Districts for Education Advocates (EAs).	11-01-02						OSPI Liaison Local Districts Staff
2. Purchase equipment for (EAs).		12-01-02					DOC Purchasing
2. Screen and interview applicants.			12-15-02				OSPI Liaison Local Districts Staff
3. Select and notify applicants.				1-01-03			OSPI Liaison Local Districts Staff
4. Deliver equipment to local sites					2-15-03		Implementation Manager OSPI Liaison
5. Develop and execute contracts with selected applicants.						3-01-03	OSPI Liaison Local Districts Staff

#### ◆ Information Tracking System

A dedicated project Intranet will be used to provide general information, resources, calendars, and e-mail. The project will use data-sharing agreements to develop its own database with accompanying literature, contact lists, and historical records.

Washington Alliance for Youth will be responsible for the primary data-system design, which includes a central server with firewall protection. This server will be capable of providing information to any qualified project participant who have been cleared by the partnering agencies to view and handle data related to individual targeted offenders. This server will also host the project's Intranet. This Intranet will serve to inform, communicate and coordinate the work of the many project participants across the state.

Finally, the server will host a secure database, which will be a repository of progress-indicators for each participating young offender. All treatment providers, educators, mentors, Community Advisors, community correction staff and other primary helpers of the youth involved will be given a level of access which will allow them to input weekly tracking data - though not all will be cleared to view cumulative records. Through implementing this collaborative information tracking system, we hope to learn about statewide patterns of re-offense, transient behavior and many other key factors influencing community support and offender reintegration.

In order to reap the greatest benefit from this effort and to assure continuous quality improvement, we plan to conduct our own internal evaluation. We propose contracting with the Washington State Institute for Public Policy for technical assistance in helping us to set up our internal measures of performance.

**b. Action Steps Required: See chart**

**c. Timeline: See Chart**



**d. Person (s) responsible for completion: See chart**

<b>Dates, months →</b>							
<b>Tasks ↓DOC/JRA</b>							
1. WAY will complete the project design and distribute to DOC/JRA for review	12-01-02					WAY	
2. Revise project designs and create a data sharing agreement for all participants.		1-15-03				WAY	
3. Purchase Server.			3-01-03			Implementation Manager DOC Purchasing	
4. Obtain data sharing agreement signatures from participants.				4-01-03		WAY Reentry Teams	
5. Intranet site operational for participant use.					6-01-03	WAY	

## **6. Organize Project Management**

### **a. Approach**

Planning for this project began in June of 2001 when a diverse group of Washington State agencies, local governments, non-profit groups and private individuals discovered that they were all interested in at least two things: serving serious and violent young offenders and this grant. Rather than engaging in a competitive process within the state, this unprecedented group decided to collaborate in a joint planning process. Along the way, this coalition has shifted from working together to complete a grant application to working together in the best interest of Washington State's communities and its highest-risk young offenders. Applying for federal funding has become just one means of supporting a broader mission.

The most difficult work ahead for this task force is building the capacity necessary to meet safety needs of law-abiding citizens while ensuring adequate opportunities for positively re-connecting with growing numbers of reentering high-risk young offenders. To support this critical process, the task force has envisioned a new model to guide our efforts. It represents a balanced approach that emphasizes the needs of both communities and the highest-risk juvenile and young adult offenders who are returning following incarceration. Called the Community and Offender Readiness Model, it represents a process focused upon building the strengths of both the community and the young offender, with the ultimate goal of providing a supportive structure for their reintegration.

The Department of Corrections is the lead and fiscal agency for this project. It will be responsible for directing the development of a project management plan. The Statewide Reentry Team will review this plan. DOC will ensure that all procedures, forms and instruments necessary from the participants (and those that need to be developed for this project) are reviewed by the required stakeholders, approved and incorporated into the operation plan.

DOC has the responsibility and the authority for the custody and supervision of offenders who are adjudicated as adults and are sentenced to community supervision or prison due to a felony conviction for a period of confinement that exceeds 12 months. The department agrees to collaborate with all partners in



the development of transition services for those offenders under its jurisdiction. DOC has a long history of participating in grant-related projects and developing transition programs. These include programs funded through the Center for Sex Offender Management and the Weed-and-Seed programs in Spokane and the city of Seattle.

Project facilitation will be contracted to the Washington Alliance for Youth, under the supervision of the DOC. Their responsibilities will include but are not limited to:

- Scheduling and facilitating Statewide Reentry Team meetings and Statewide Task Forces
- Providing regular project progress reports to DOC and JRA
- Coordinating the creation of a Reentry Academy to meet the training needs of project participants
- Working with partners to update and maintain progress data for each targeted offender
- Mobilizing additional sectors of society (business, civic groups, etc.) to support the project
- Assisting teams and project staff with the recruitment of volunteers.
- Providing support as needed, for teams and volunteers
- Coordinating respite, recognition and other retention measures for project staff and volunteers.
- Representing the project in public settings as needed
- Designing a coordinated (county and state) public relations and community education plan
- Facilitate quarterly combined county pilot meetings with representatives from each county project.

## 7. Develop Project Budget

See Attached **BUDGET NARRATIVE** and **BUDGET DETAIL**

### **CLARIFICATION:**

#### **Evaluation**

A contracted evaluator, the Washington State Institute of Public Policy, will provide technical assistance to the Statewide Reentry Team and the DOC in the development of an evaluation design that will include program objectives, outcomes, and appropriate data collection. This consultative assistance will enhance the information management functions of our project.

#### **Mentor Program**

M2W2 Job Therapy and the Juvenile Rehabilitation Administration's Mentoring Program will receive funding to replicate their mentoring strategy in all targeted communities. Both programs will utilize a portion of the grant dollars to support the time of their staff (project coordinators) to implement their models into eight institution and three county community sites. The bulk of the funding will be spent on set up costs for these programs which will include office supplies and equipment costs, mentoring recruitment dollars, mentor support dollars (travel expenses, meeting costs, training and support for new mentors). Both contractors have established programs that will be replicated in the three pilot sites.

#### **Intranet Development**

A firewall-protected, Intranet site will be provided to facilitate project communication for all qualified participants. It will include an interface for data-collection on all targeted offenders and a database for storing progress records and reports, providing a crucial element of the infrastructure necessary for project information management. The Intranet will also serve as a cross-training function through housing on-line coursework related to the Reentry Academy. Data and other information resources housed on the server supporting the Project Intranet will provide tools for case management and release mapping as well.

### **Reentry Team Training**

H & H Consultants will provide specialized training to leaders (training of trainers) across the various Reentry Teams involved in the project. The primary purpose of this training will be to assist the DOC and JRA in the development of protocols for conducting Reentry Team meetings, for both institution and community applications. The protocols will be utilized by local Reentry Team leadership and will be utilized in the development of case management strategies and creation of individualized offender reentry plans.

### **Employment and Training**

A contract will be established with the Corrections Clearinghouse (CCH) of the Employment Security Department, which will provide for offender employment services through capacity building in the WorkSource system and agency partners. Each site will expand existing contracts with the Corrections Clearinghouse to provide additional services to offenders that will be served in this project. CCH staff will provide an employability curriculum within the three county pilot sites to be utilized by employers and staff who assist offenders with employment issues. They may also provide technical assistance to Reentry Teams for individual employment plan development.

## **END NOTES**

<sup>1</sup> Fjerkenstad, Jerry, "Essential Elements of Sex Offender Treatment," Minnesota Coalition Against Sexual Assault - Training Manual, 2002, [http://www.mncasa.org/manuals\\_lit/trainingmanual/offenders.html](http://www.mncasa.org/manuals_lit/trainingmanual/offenders.html)

<sup>2</sup> Garelli, Juan Carlos, "Aggression and Attachment", Psychiatry On Line – Italia, Volume 3, Issue 1, 1997. <http://www.priory.com/psych/garelli.htm>

<sup>3</sup> U.S. Department of Labor, Bureau of Labor Statistics, Unemployment Rates for States (August 20, 2002) <http://www.bls.gov/web/laumstrk.htm>

<sup>4</sup> Greene, Jay P., "High School Graduation Rates in the United States", Manhattan Institute for Policy Research, April 2002. [http://www.manhattan-institute.org/html/cr\\_baeo.htm#09](http://www.manhattan-institute.org/html/cr_baeo.htm#09)